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# PERSONAL SERVICES MANUAL



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## FOREWORD

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This manual has been produced by the Emergency Welfare Services Division, Department of National Health and Welfare, to provide information on the basic plans, policies and procedures involved in organizing Personal Services. It is intended for use as a guide in planning, organizing and staff training, and for the operation of the Service in an emergency.

As this Service would have to be provided at the community level, the publication is designed primarily for the use of Chiefs and Supervisors of Personal Services in reception communities.

It is hoped that it will prove useful to those responsible for the development of this important Service in communities across Canada.

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*PEOPLE  
AFFECTED BY NUCLEAR ATTACK*  
require the necessities of life.

*EMERGENCY  
WELFARE SERVICES PROVIDE*  
emergency clothing, emergency lodging  
registration and inquiry,  
emergency feeding and  
Personal Services

*OTHER MUNICIPAL  
EMERGENCY SERVICES PROVIDE*  
support to preserve  
and restore family  
and community life



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## INTRODUCTION

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In the event of a nuclear attack on Canada, the resulting destruction would leave hundreds of thousands of people homeless. The most urgent need would be to provide life-saving services and care for survivors from damaged areas and for other needy people who have been evacuated from areas heavily contaminated by fallout. Furthermore, people living outside damaged areas, although they would not experience the direct effects of nuclear attack, would be affected by the wide repercussions on the rest of the country through disruption of the country's normal, complex economic and social order. The problems of social disorganization caused by a disaster, through economic upset, disruption of communications, and breakdown of distribution services, would be lessened by keeping people as self-reliant as possible. Even among the group that normally should be able to manage on their own resources, there could be emergency needs for food, clothing and information about loved ones. It is the responsibility of the mass care Emergency Welfare Services (EWS) to provide the families and individuals who have been affected by the attack with Emergency Feeding (EF), Emergency Clothing (EC), Emergency Lodging (EL), and Registration and Inquiry (R&I) Services as required.

In a similar manner, when natural disaster creates havoc, emergency services are required to protect people from physical harm and provide the necessities of life. EWS planning and organizing for possible war emergencies within a community, provides that community with an ability to deal with the emergency welfare needs and problems which would arise from any natural disaster occurring in that community.

Thinking of and planning for *the individual*, even within the mass care services, is vitally necessary, and becomes increasingly important as time lengthens after disaster strikes.

Richard Titmuss, after analyzing the social problems in England during World War II, makes the following statement in his book, "Problems of Social Policy":

It was found by hard experience to be an essential condition and not just an administrative refinement or a sentimental frill, for those (personal) services to be informed with a new spirit. The social distresses of each individual had to be regarded as unique.<sup>1</sup>

Thus, regardless of how comprehensive and competent mass care services are, people who have administered emergency services in disaster situations have found *that the personal questions and problems of disaster victims cannot be dealt with on a mass care basis*. Hence Personal Services (PS) is an integral part of EWS, for its primary aim is to provide individuals and families with special care, guidance and material assistance beyond that which is available through the four mass care EWS.

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<sup>1</sup> Titmuss, Richard M., "Problems of Social Policy", His Majesty's Stationery Office, London, 1950, p. 297.

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## EMERGENCY WELFARE SERVICES ORGANIZATION

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### FUNCTIONS OF THE FIVE EMERGENCY WELFARE SERVICES

In a national emergency five EWS would meet basic needs of people in these ways:

#### Emergency Clothing Service



Clothing would be supplied to persons requiring it in three stages. Initially, emergency covering (a blanket or coat) might be required to provide adequate protection from the elements. As soon as possible people would be clothed in a manner which would

permit them to work and care for themselves. When sufficient clothing stocks were available, there would be a return to the normal choice of type and size.

#### Emergency Lodging Service



Temporary emergency lodging would be provided for homeless people who had not made their own emergency lodging plans or who, if they had made plans, were unable to carry them out in the initial emergency period. They would be lodged in private dwellings, in commercial facilities, and in other buildings used as congregate lodgings.

#### Registration and Inquiry Service



Members of separated families would be united as quickly as possible and inquiries concerning the safety and whereabouts of missing persons would be answered.

## Emergency Feeding Service



Evacuees and groups of people who had no food and/or no facilities to prepare their own meals would be fed.

## Personal Services



Evacuees would be met at reception points. Unattached children and dependent adults separated from their families, would be cared for. The special needs of relocated welfare institutions would be looked after. Individual counselling would be given and material assistance would be made available to those in need.

## WELFARE CENTRE

A Reception Community, divided into Welfare Centre Areas with a Welfare Centre in each, as well as other EWS installations, is illustrated below.





A Welfare Centre is the basic EWS operational unit in a reception community. Each Centre services a given Welfare Centre Area. Evacuees arriving in reception communities would be directed to the Centres to receive the EWS they required.

### MOBILE EWS TEAMS



In addition to providing EWS in Welfare Centres, it would be necessary to take services to people by means of Mobile EWS Teams—either individual Service Teams or self-contained Welfare Centre Teams.

These teams would provide initial welfare services to people brought out of the damaged areas or fallout areas, taking care of their most urgent needs before they go to the nearest Welfare Centres. Complete Welfare Centre teams would set up and operate Welfare Centres where required. Others might assist Centres with a heavy workload.

Every Welfare Centre should be prepared to provide Mobile Teams.

### GENERAL EWS PLANNING ASSUMPTIONS

EWS planning must be based on certain premises about a disaster and about the needs of people. These assumptions are:

- (1) That the emergency would occur under bad weather conditions.
- (2) That there would be some warning of possible attack on the country (it might be hours or minutes).
- (3) That there would be traffic control along evacuation routes.
- (4) That large numbers of people would need accommodation, food and clothing.
- (5) That evacuees suffering from shock would need individual attention.
- (6) That in a given group of 1,000 evacuees, 560 would be heads of families and single householders (440 dependents).<sup>1</sup>

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<sup>1</sup> Dominion Bureau of Statistics (DBS) figures.

- (7) That supporting municipal emergency services would be available.
- (8) That emergency orders and regulations would provide for price control and for the control and rationing of supplies.
- (9) That a monetary system, including banks, would continue to function in undamaged areas.

## GOVERNMENT RESPONSIBILITY FOR EWS

The survival of the population in a nuclear war would be the responsibility of the three levels of government in Canada. Therefore the peacetime development of EWS must also be a federal, provincial and municipal responsibility.

## FEDERAL GOVERNMENT

The EWS Division, Department of National Health and Welfare is assigned emergency responsibilities both in peacetime and in wartime, as specified in the Civil Defence Order-in-Council, 1959-656.

### Planning and Organizing Responsibilities

- (1) Developing and recommending basic EWS policies, plans and procedures which can be applied throughout Canada.
- (2) Providing EWS specialist courses for key EWS personnel at the Canadian Civil Defence College.
- (3) Assisting provinces in planning and organizing their EWS programs, which includes assistance with inter-provincial planning and with training.
- (4) Developing and producing operational supplies and equipment such as mobile feeding units, mobile clothing units and operational forms.
- (5) Producing public educational materials, such as pamphlets and displays.
- (6) Producing training materials, such as precis, filmstrips and films.
- (7) Co-ordinating EWS federal plans with those of other government departments and agencies, and with voluntary agencies.
- (8) Co-ordinating EWS policies and procedures with those of the U.S.A.
- (9) Planning for the continuity of the Welfare Branch of the Department, and assisting provincial welfare departments with the planning for their continuity.

## Operational Responsibilities

- (1) To give advice on request, to any province regarding the operation of EWS.
- (2) To obtain assistance from one province on behalf of another, when requested.
- (3) To continue the essential functions of the Welfare Branch of the Department.

## PROVINCIAL GOVERNMENT

Provincial welfare departments have the responsibility and authority to plan and organize EWS in peacetime, and to operate them in wartime. They also have the responsibility for continuing essential welfare functions of the department.

### Provincial EWS Director

In the field of planning and organizing, the provincial EWS Director, assisted by his Planning Committee, has these responsibilities:

- (1) Organizing EWS at province and zone levels. They may do this either by using existing resources and/or by creating new services.
- (2) Selecting a provincial Chief for each of the five EWS and zone EWS Directors (using government employees where possible), establishing lines of succession at least two deep and ensuring that all these persons get adequate training.
- (3) Assisting municipalities in organizing their EWS in conjunction with the zone EWS Director.
- (4) Developing and implementing a co-ordinated training program throughout the province.
- (5) Co-ordinating EWS plans with those of other government departments and agencies, and with voluntary agencies.
- (6) Preparing the provincial EWS plan.
- (7) Planning for the continuity of the provincial welfare department.

The operations functions of the provincial EWS Director would be:

- (1) To operate EWS from the emergency government site.
- (2) To determine EWS policy.
- (3) To interpret emergency orders, regulations and directives to zone EWS Directors.

- (4) To keep federal EWS informed regarding the provincial EWS situation.
- (5) To continue essential welfare programs.

### Provincial Chief of PS

Under the direction of the provincial EWS Director, the provincial Chief of PS, assisted by his Planning Committee, has several planning and organizational responsibilities. They are:

- (1) Advising on selection of zone Chiefs for the Service, ensuring that they receive adequate training, and that lines of succession are established at least two deep.
- (2) Developing and maintaining a detailed provincial PS organizational and operational plan which co-ordinates the zone PS plans—including arrangements for the evacuation and reception of likely target area welfare institutions.
- (3) Co-ordinating plans and procedures with other EWS and emergency services, and with other departments and agencies from which the Service will require, and to which it will provide, operational support.
- (4) Stimulating, advising and assisting the zone Chiefs with the planning for and the organization of the Service in their zones and municipalities therein.
- (5) Preparing and conducting provincial PS courses and assisting with other training courses as required.
- (6) Developing and conducting training exercises for the Service.
- (7) Maintaining records of state of organization of the Service in zones and municipalities.
- (8) Assisting with the public information program.
- (9) Ensuring that all PS reference material and resource data essential for operations are at the emergency government site.

Under the EWS Director, the operations functions of the provincial PS Chief would be:

- (1) To control the overall operation of PS from the emergency government site.
- (2) To continually analyze the PS situation. This includes the consideration of problems in relation to resources (supplies, equipment, personnel).
- (3) To advise the EWS Director on the current situation, including the PS problems which arise.



- (4) To carry out instructions received from the EWS Director affecting the Service.
- (5) To make policy decisions regarding PS in the province.
- (6) To provide technical advice to other levels, as requested.

## THE ZONE

### Zone EWS Director

The Zone EWS Director, assisted by his Planning Committee, has these peacetime responsibilities:

- (1) Assisting in the selection of zone EWS Chiefs, establishing lines of succession and ensuring that they receive adequate training.
- (2) Encouraging municipal preparation throughout the zone. This includes assisting communities in planning and organizing their EWS.
- (3) Co-ordinating the EWS plans of likely target areas and reception communities in the zone.
- (4) Co-ordinating the resources of government departments and agencies with voluntary agencies in the zone.
- (5) Preparing the written zone EWS plan.
- (6) Co-ordinating zone EWS operational plans with those of other emergency services, and with the provincial EWS plan.
- (7) Assisting with municipal training programs and exercises.

The operations functions of the Zone EWS Director would be:

- (1) To direct and co-ordinate EWS of municipalities in the zone.
- (2) To implement instructions received from the provincial EWS Director.
- (3) To keep the provincial EWS Director informed of the EWS situation within the zone.
- (4) To direct Mobile EWS Teams while in re-entry operations.
- (5) To preserve continuity of government within the zone.
- (6) To support essential on-going welfare programs.

### Zone Chief of PS

Under direction of the EWS Zone Director, the zone Chief of PS, assisted by his Planning Committee, has these planning and organizing responsibilities:

- (1) Developing and maintaining a detailed zone PS organizational and operational plan which co-ordinates the municipal PS plans.
- (2) Stimulating, advising and assisting the municipal Chiefs with the planning and the organization of the Service in their municipalities.
- (3) Initiating and assisting with training courses as required.
- (4) Assisting with training exercises for the Service.
- (5) Co-ordinating plans and procedures with other EWS and emergency services, and with other departments and agencies from which the Service will require, and to which it will provide, operational support.
- (6) Maintaining records of state of organization of the Service in municipalities.
- (7) Ensuring that all PS reference material and resource data essential for operations are at the zone emergency government site.

Under the EWS Director the operations functions of the zone Chief of PS would be:

- (1) To control the overall operation of PS within the zone.
- (2) To direct municipalities in accordance with instructions received from the zone EWS Director or the provincial Chief of PS.
- (3) To provide technical advice to municipal Chiefs of PS as required.
- (4) To advise on the best use of supplies, equipment, and personnel within the zone.
- (5) To advise the zone EWS Director on the current situation including the PS problems which arise.
- (6) To operate a Central Index for the zone.
- (7) To assist unorganized communities or areas in the zone.

## MUNICIPAL GOVERNMENT

Local communities would be responsible for providing EWS directly to victims of attack arriving in their area, and to others in need, including local inhabitants. Each municipality would appoint an EWS Director to organize and operate EWS at this level.

### Municipal EWS Director

The EWS Director, assisted by his Planning Committee, has these peacetime responsibilities:

- (1) Making an EWS plan for the municipality.

- (2) Establishing Welfare Centre Area boundaries in co-operation with the municipal Co-ordinator.
- (3) Selecting Welfare Centres.
- (4) Selecting Chiefs of the five EWS, establishing lines of succession and ensuring that they receive adequate training.
- (5) Integrating public and private welfare resources within EWS.
- (6) Developing and implementing an EWS training program.
- (7) Co-ordinating EWS plans with those of other municipal emergency services in the community.
- (8) Co-ordinating the municipal EWS plan with the zone EWS plan.

In operations, the responsibilities of the EWS Director would be:

- (1) To direct and operate EWS in the municipality.
- (2) To arrange for supporting municipal emergency services as required.
- (3) To decide on priorities for use of EWS supplies, equipment and personnel within the municipality.
- (4) To keep the zone EWS Director informed regarding the EWS situation in the municipality.

### **Welfare Centre Manager**

Each Welfare Centre is administered by a Manager who is directly responsible to the EWS Director. In some instances, the Manager would require the assistance of an Administrator.

The Manager has the following planning and organizing responsibilities:

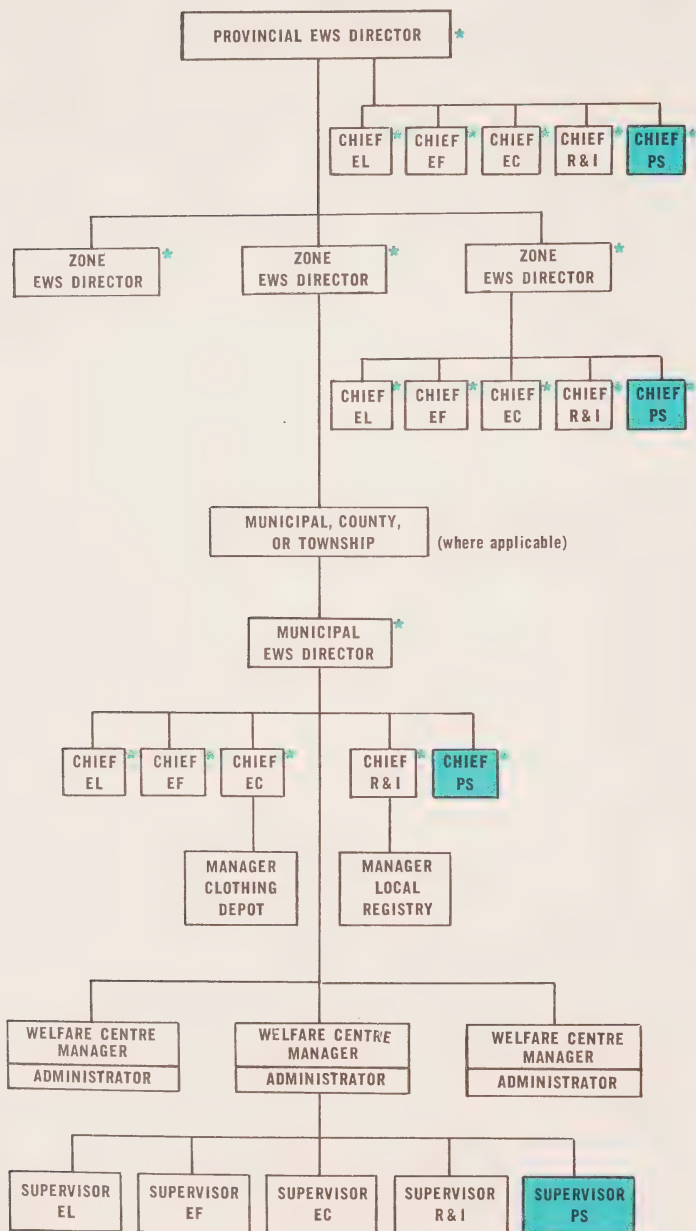
- (1) Preparing the administration and operations plan for his Welfare Centre and Welfare Centre Area, including the organizing of Mobile EWS Teams.
- (2) Establishing and maintaining liaison with other municipal emergency services in his Welfare Centre Area through the EWS Director.
- (3) Conducting periodic Welfare Centre exercises.

In operations, the Welfare Centre Manager would be responsible for setting up and operating the Welfare Centre and directing all EWS in the Welfare Centre Area. The Manager, upon instructions, would staff, equip and dispatch Mobile EWS Teams.

Responsibilities of the municipal PS Chief and Supervisors are dealt with in subsequent chapters.

# EMERGENCY WELFARE SERVICES ORGANIZATION

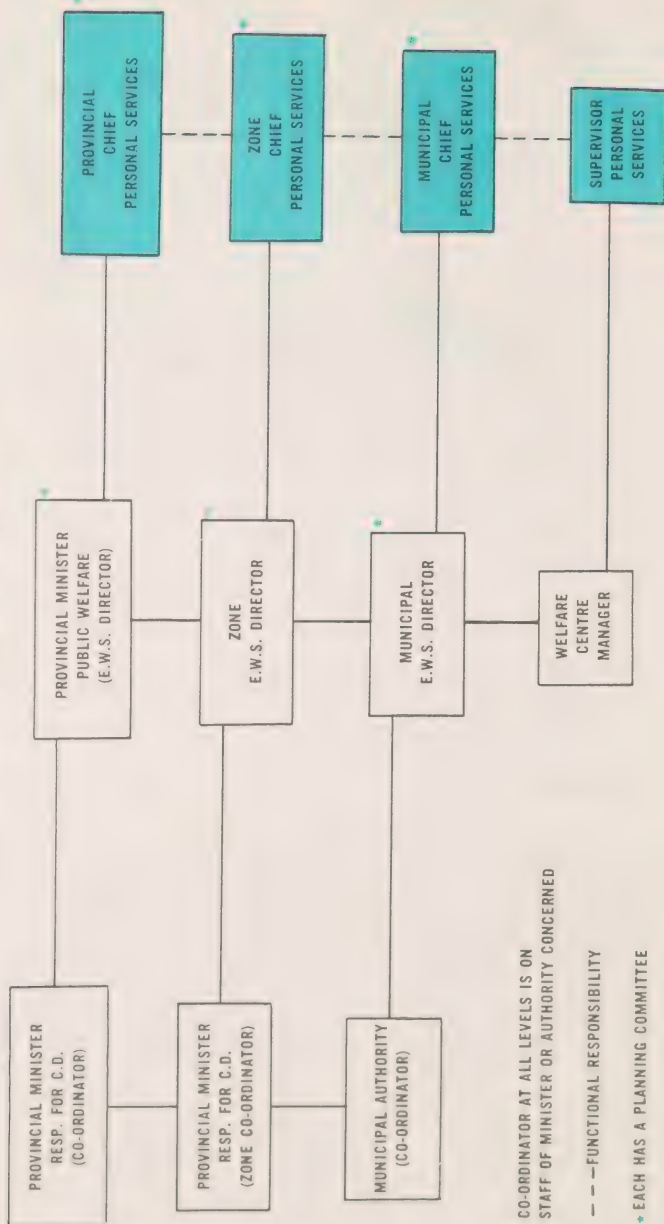
The following chart shows the key EWS positions at the Provincial, Zone and Municipal levels.



\* Each has a Planning Committee



The following chart shows the suggested organizational structure for the operation of PS and the lines of authority.



CO-ORDINATOR AT ALL LEVELS IS ON STAFF OF MINISTER OR AUTHORITY CONCERNED

-- -- FUNCTIONAL RESPONSIBILITY

+ EACH HAS A PLANNING COMMITTEE



## FUNCTIONS OF PERSONAL SERVICES

The objective of PS is to provide individuals and families with special care, guidance and material assistance beyond that which is available through the four mass care EWS. PS would be administered to those people requiring them through four bureaux:

Reception

Unattached Children and Dependent Adults

Institutional Care

Counselling and Emergency Aid.

### RECEPTION

The function of the Reception Bureau is to arrange for initial reception of disaster victims arriving in reception communities and to direct them to the appropriate emergency services.

People who leave their everyday living behind, because of actual or threatened disaster, are likely to be not only separated from their home, work and belongings but also worried about members of their families. They are people in crisis. Beyond mass care services, many would need individual service and care. With some of their relatives injured, killed or missing, evacuees arriving in a reception community would be in a state of emotional turmoil or shock. They would require sensitive and sympathetic understanding. They would need individual help quickly as both a preventive and restorative measure.

## UNATTACHED CHILDREN & DEPENDENT ADULTS

The function of the Unattached Children and Dependent Adults Bureau is to provide accommodation and care for children and dependent adults separated from their families in a disaster.

Any child abruptly separated from home and family is likely to feel lost and frightened. Apart from the effects of this separation, children face many practical problems in a disaster situation. Some may simply be too young to look after themselves. Others may be too bewildered to tell who they are. The behaviour of adolescents and pre-adolescent youngsters may be a problem to sensitive or upset adults. Some unattached children may be unable to relate directly to strange adults. Accommodation and staff would be needed for their care.

Some adults, because of age or handicaps, are incapable of caring for themselves when separated from their families. This group includes the dependent aged, the infirm, and the mentally or physically handicapped. They are apt to be worried, irritable and confused. They would need rest facilities and special care.

It has been estimated that the number of unattached children within any large group of evacuees would be one percent. If school children were evacuated as classroom groups or if there was no warning before an attack, a higher percentage of unattached children could be expected to arrive in some reception areas. Estimates indicate that of a given large group of evacuees, one percent would be dependent adults.





## INSTITUTIONAL CARE

The function of the Institutional Care Bureau is to arrange for institutional placement and care for persons from welfare institutions which are evacuated.

For EWS purposes, a "Welfare Institution" is defined as a 24-hour resident group care facility established under and/or governed by provincial statutes and/or regulations serving delinquent children, and dependent, neglected, disturbed, handicapped or mentally retarded children and/or adults.

A welfare institution may range from a small "group home" caring for as few as three or four people to a large establishment serving several hundred residents. It may be maintained and operated by a voluntary agency, a public organization or by an individual on a proprietary basis. It may be administered by a social welfare agency, voluntary lay group, religious order or board of management of elected representatives and/or public officials or an entrepreneur. Provincial statutes and regulations govern the establishment, licensing, inspection and supervision of all such institutions.

In our society, one percent of the population is domiciled in welfare institutions. Residents of a welfare institution give over much of the management of their lives to the institution's staff. They become used to group living. If these people, whether children or adults, are to live satisfactorily as a group, they want assurance that an institution will continue to care about them and maintain them. Evacuation of welfare institutions would remove the residents from their familiar surroundings, disrupt their routine and increase their dependence on staff who accompany them.



## COUNSELLING AND EMERGENCY AID

The function of the Counselling and Emergency Aid Bureau is to provide counselling services, financial aid, and/or goods in kind to help individuals and families to re-establish themselves.

Following the initial shock of disaster and after urgent physical needs have been met, families and individuals would seek help with personal problems caused by the disaster. Many people who had not sought advice and assistance in the past would do so under emergency conditions. Not all tensions will be alleviated by the usual procedures of the mass care services of EWS and some of the more serious individual problems within these services would require attention in the interests of morale.

In time of disaster, most people need and accept mass care but they want to get back to independent living as soon as possible. To do this, evacuees would probably need material assistance, in cash or in kind, to secure the basic necessities of life. Past wartime and peacetime disasters have shown how important it is to rehabilitation, to assist this return to personal independence.

Not only evacuees, but those who live in the reception communities might also need emergency aid and/or counselling because of wartime circumstances such as the loss of the breadwinner.





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## STEPS IN PLANNING AND ORGANIZING PERSONAL SERVICES

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However difficult the problems of disaster victims may be, the majority of them have a common characteristic. They demand solution immediately. It is what is done for disaster victims in the first twenty-four hours that is often crucial in the solution of their problems. Therefore a sound and vigorous PS organization should be in existence beforehand in every community, ready to begin operations immediately an emergency occurs.

The main problems faced in planning PS are:

- (1) The large number and variety of groups who will need assistance.
- (2) The problems of special groups such as the handicapped which complicate the provision of service.
- (3) Difficult conditions of work.
- (4) The small number of PS workers likely to be available.

Systematic preparation is necessary in planning and organizing PS. The development of PS should proceed through the following planning and organizational steps:

- (1) appointment of a qualified chief
- (2) formation of a planning committee
- (3) formulation of an operational plan
- (4) estimate of staff establishment
- (5) selection and training of staff members
- (6) testing of the operation.

This chapter deals with organizational steps one, two and five. Steps three and six will be detailed in Chapter IV. Step four will be covered in Appendix B.

The success of these six steps is so dependent on the ability of the people appointed, that the qualifications for each position in the PS organization are given here in detail and related to the nature of the responsibilities to be undertaken. The descriptions are not intended to be complete job analyses but rather a guide to assist in the selection of staff. They also can be used to let prospective staff members know what may be expected of them.

Each community will have to adapt the proposed design for PS and the requirements to its own area. For example, the staff establishment necessary for PS operation (see Appendix B), is based on certain assumptions about requirements for services to a specified number of evacuees in a Welfare Centre or other EWS installations. For a smaller operation, the duties assigned to several people might be handled by one person. In many reception communities, persons with training and/or experience suggested will not be available. In such situations the most-nearly qualified person available should be selected.

## APPOINTMENT OF A CHIEF OF PS

Before any planning and organizing of PS begins, there should be:

- a municipal Co-ordinator
- a basic municipal civil emergency plan
- an EWS Director and
- an EWS planning committee.

(See Appendix A for Guides for Community Organization and Planning in Personal Services).

As in any enterprise the quality of leadership will largely determine the effectiveness of the PS organization.

## Qualifications

The Chief will be selected by the EWS Director, and should be, if possible, a social worker or welfare worker experienced in dealing with the personal problems of people in distress, and familiar with local welfare services. In addition he should have:

- (1) experience in the organization and administration of welfare services
- (2) initiative

- (3) personal qualities which command the respect of the community
- (4) ability to work with organizations and groups
- (5) knowledge of the community
- (6) ability to adapt specific plans to a given situation, and to make decisions on the spot.

Regardless of his previous professional training and experience he will need training in civil emergency planning and EWS and a federal or a provincial PS specialist course.

## Duties

The duties of the Chief during the planning and organizational stages are:

- (1) selection of a planning committee to assist in planning and organizing PS.
- (2) appointment and training of the Supervisors initially, establishing lines of succession; and of additional workers later.
- (3) organization of PS in accordance with provincial and zone decisions, (e.g. planning within target area institutions).
- (4) compilation of reference material, including all resource data, (e.g. exact location of all proposed welfare institutions, and details of the welfare facilities and supplies to be available in the area for PS).
- (5) integration of the operational policies and procedures of this Service with other EWS and municipal emergency services.
- (6) establishment of good working relations and development of plans with social welfare agencies in the area.
- (7) preparation and submission of lists of equipment and supplies needed by the total PS staff. (See Appendix D).
- (8) interpretation of plans, policies, operational standards, and administrative instructions to the PS staff.
- (9) analysis of the PS state of operational readiness following exercises and making recommendations as required to the EWS Director regarding:
  - (a) problems and needs, such as personnel, supplies, and
  - (b) adjustments and changes in policies and procedures.



## FORMATION OF A PS PLANNING COMMITTEE

As indicated, one of the first acts of the Chief of PS should be the formation of a PS Planning Committee. This Committee should be a sub-committee of the EWS Planning Committee.

It should include community people whose experience is related to the work of one or more of the four PS Bureaux. Suitable persons could be selected from the local public welfare department, private social agencies and welfare organizations such as day nurseries, and institutions. Teachers, bankers, accountants, and clergymen are representative of other groups appropriate to assist with the planning and organizing of PS.

### Functions

This committee is responsible for:

- (1) making a continuing assessment of the problems likely to be faced.
- (2) making a survey and a report of the resources of personnel, supplies and equipment available in private welfare agencies, public welfare departments and welfare institutions.
- (3) securing the active participation of those groups in the area, whose function is related to that of PS.
- (4) adapting to local conditions, the basic plans and policies of the federal and provincial governments regarding the planning, organizing and provision of PS.

## SELECTION AND TRAINING OF PS STAFF

### Supervisor of PS

In the initial stage of staff organization, the Chief of PS should appoint a Supervisor of PS for each Welfare Centre. This officer will be administratively responsible to the Welfare Centre Manager, and functionally responsible to the Chief of PS (see Charts—I and II). It is important that there be this direct channel of communication between the Chief and his Supervisors in relation to the giving of technical assistance, advice, and support. This line of functional responsibility in no way affects the Welfare Centre Manager's direct executive and administrative control of the work of his staff members.

## Qualifications

The responsibility for organizing, co-ordinating, directing and controlling the activities of PS in a Welfare Centre Area is an onerous one. It will require a qualified person with a capacity for hard work and the ability to get things done under extreme pressure. PS Supervisors should be skilled welfare workers with experience in counselling, administration, and in the supervision of other welfare workers. It would be an additional advantage to have had working experience in a mass care or disaster situation. Supervisors should receive training in civil emergency planning and EWS and PS specialist training.

## Duties

The PS Supervisor is responsible for:

- (1) preparing plans for the organization of each of the four Bureaux.
- (2) training, directing and supervising PS staff.
- (3) requisitioning of supplies for the operation of the Service.

## Assistant Supervisors

Because of the large number of evacuees in a given Welfare Centre Area, it may be necessary to appoint four Assistant Supervisors—each to be responsible for the planning, organization and operation of one of the four Bureaux. In a Welfare Centre responsible for a smaller number of evacuees, one or two Assistant Supervisors only would be appointed—each assuming responsibility for one or more Bureaux.

An Assistant Supervisor is responsible to the Supervisor of PS.

## Qualifications

The qualifications for an Assistant Supervisor are similar to those for a Supervisor. He should be experienced in the work of the bureau for which he is responsible. He also should receive training in civil emergency planning and EWS and specialist training in PS.

## Duties

The duties are similar to those of the Supervisor, except that they relate to one or more bureaux rather than four.

## Personal Services Workers

When the supervisory staff have been selected and trained, and after they have developed the basic organizational and operational plans, the workers for the four Bureaux should be recruited and trained.

### Qualifications

Ideally a high proportion of the workers in this Service should be social workers. In actual practice however, only a small proportion, if any, of the staff may fall into this category.

Persons trained and/or experienced in related fields would be most valuable. People from community organizations, welfare institutions, and businesses or with experience in interviewing (e.g. personnel workers, community centre workers, ministerial and church assistants, teachers, and employment interviewers) would be most suitable. All should have the ability to work under pressure and to adapt quickly to a mass situation. Personal qualities of the greatest importance when dealing with people in time of emergency are honesty and consideration of others.

### Training

The timetable in Appendix C suggests the training which would be necessary to equip the PS Workers for their tasks within the four Bureaux. Most PS Workers should receive sufficient training to enable them to move from one bureau to another as evacuees' needs change (e.g. from "Reception" to "Counselling and Emergency Aid").

### Duties

PS Workers have no responsibility during the planning and organizing stages except through training to learn the skills needed to perform their job.

At the time of a disaster, another group of workers would be recruited for jobs that do not require special training (e.g. clerks and typists).



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## THE DEVELOPMENT OF THE PERSONAL SERVICES OPERATIONAL PLAN

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Any community could be faced with the task of providing PS within its own locality; of sending PS to a nearby community as a part of a complete Welfare Centre Team; or to the fringe of the severely damaged or contaminated area. The Chief of PS, assisted by his Planning Committee and in consultation with the EWS Director, is responsible for preparing the PS operational plan.

### GUIDELINES FOR FORMULATION OF THE PS OPERATIONAL PLAN

PS must be planned to meet the particular demands placed upon a specific municipality by the provincial authorities. These demands are related to the make-up of the community and the needs of evacuees assigned to it. Towns designated as reception communities for Welfare institutions must plan to provide facilities in existing or improvised institutions.

Sound planning is part of good organization, thus the plan should be developed systematically.

All information obtained by municipal civil emergency surveys that applies to EWS and all decisions made that affect EWS as a whole, must be considered by the PS Chief and the Planning Committee when they are making decisions about such matters as physical facilities, supplies and equipment required, and staff establishments.



Because provision of PS depends on other EWS or municipal emergency services, joint planning with Health, Police, Transport, Communications, Engineering, Supply, Warden and Information Services is necessary. The PS program can be developed effectively only by co-ordination with other municipal emergency services in the community.

An atmosphere of mutual confidence between EWS and related community welfare organizations is necessary so that their services can be integrated into the PS operational plan. Though PS is an extension of normal welfare activities, some existing programs must continue to provide essential services to those for whom they have already accepted responsibility (e.g. children within a Children's Aid Shelter). Accordingly a careful study of existing programs must be made to determine which programs should continue to operate, what skeleton staff is needed, and what modifications would be needed to continue service in a national emergency. Effective working agreements should be made where desirable, to show the intent of the individual organization to support PS and provide facilities, personnel and equipment.

## CHARACTERISTICS OF A PLAN

The essence of sound preparation is anticipation of the unexpected. No plan can do more than provide for meeting a theoretical situation and when an actual emergency occurs, plans often need quick and radical modification. However, a sound fully understood plan provides a firm foundation for action and change. The plan must be *flexible* enough to allow the leader on the spot to improvise and to make adjustments to meet a changing situation, as for instance, when a large group of institutional children arrives unexpected, in a community. It must be remembered, however, that improvisation is resourceful deviation from an agreed plan—not frantic, confused activity.

It is important to have a written plan stating the responsibilities of PS at Municipal Emergency Government Headquarters (Headquarters), at the various Welfare Centres, and at other facilities in the reception community. This plan must be submitted to the EWS Director for approval. It will then become a part of the EWS plan which in turn is part of the municipal civil emergency plan. The plan should be revised and/or expanded whenever there is any change in policy or procedure.

## CONTENT OF THE PLAN

The plan should include:

- (1) the date of the current plan.
- (2) names, addresses, and telephone numbers of key staff and lines of succession for positions.
- (3) a warning chart and procedures for alerting and mobilizing staff. Alerting is the system for notifying workers; mobilization is the action taken following the alerting.
- (4) the organization chart in written form, with lines of responsibility and duties of each job clearly defined.
- (5) a map of the community which indicates the boundaries of each Welfare Centre Area, the location of all EWS installations and municipal emergency services installations that in any way affect the provision of PS.
- (6) a list of buildings, description of the facilities and layout of the space allotted within the Welfare Centres, for the use of PS staff. (See Appendix D).
- (7) list of equipment and supplies required for PS at each EWS installation. (See Appendix D).
- (8) information pertaining to welfare institutions being evacuated to the community: type and number of residents and staff; predetermined destinations; special services, facilities and equipment needed.
- (9) details of arrangements for obtaining building keys, supplies and equipment (e.g. the person authorized to procure supplies for the Unattached Children and Dependent Adults Bureau).
- (10) operational methods and procedures in simple words.
- (11) what, when and where supporting services are required by PS during operations.
- (12) a statement of agreements made with, and responsibilities of, related agencies and organizations in the community (e.g. which agencies would close or limit their services and/or release their personnel, both professional and non-professional, for duties within PS).

In construction, a written plan may consist of a main body containing the basic data, and Annexes or Appendices in which the data requiring revision (e.g. detailed lists of supplies) should be placed.

## TESTING OF THE OPERATION

After a local plan has been drawn up and workers have been recruited and trained, the next logical step is to test the organizational and operational plans and procedures, and the workers' performance. One of the best ways to do this is to hold a series of EXERCISES. The first ones should be "paper exercises". These could involve PS only in one Welfare Centre, then in the whole community. These should be followed by others more ambitious in size and scope involving, first, all five EWS; then other municipal emergency services; later the public at large.

Exercises show up the weaknesses and strengths of the plan and performance of the workers. They indicate whether the program, as it stands, can achieve its aims, and whether positions are properly defined. An evaluation with the staff should follow each exercise. Chiefs and/or Supervisors are then able to analyze the aptness of their policies and the efficiency of their operations and to revise plans and provide extra training accordingly.



## OPERATION OF PERSONAL SERVICES

In a crisis there is no time to develop policies and procedures. This should be done in advance. The policies and procedures which are recommended for the operation of the four Bureaux are based on principles developed as a result of long experience in natural disasters and war emergencies.

### BASIC PRINCIPLES OF OPERATION

The following nine principles are valuable guides for the provision of PS.

- (1) Meeting the emergency welfare needs of people in our society is the overall responsibility of government. EWS operations should make use of all available welfare personnel, facilities and equipment, both public and private.
- (2) As the family is the basic unit of society, families should be kept together or if separated, reunited as soon as possible.  
This is especially important to children in the reduction of their fears and tensions.
- (3) Essential services are provided as promptly and as adequately as emergency conditions permit to anyone in need as the result of an attack.  
Need must be assumed when aid is sought. As conditions become more stable, greater emphasis can be placed upon the verification of eligibility for assistance requested.



- (4) Family or individual temporary rehabilitation is undertaken at the earliest opportunity.
- (5) Families or individuals should make maximum use of their own ability to help themselves.
- (6) When financial assistance and services are needed, every effort is made to give the kind of help which contributes to the early re-establishment of the family or individual. This includes the obtaining of the best possible living arrangements and other tangible services.
- (7) PS should be prepared to take its services to those evacuees who cannot come to the Welfare Centre (e.g. people in emergency or existing hospitals, the aged and infirm lodged in private homes, children in special institutions, or people on the fringe of heavily contaminated areas).
- (8) All evacuees should receive equitable treatment in the reception communities where service is initiated and in places to which they may be moved.
- (9) All information obtained by PS workers in the course of their duties is confidential.

## **PS IN OPERATION**

In a National Alert, PS staff and other EWS workers will be alerted by the established warning system for that community (e.g. a "fan out" system). There is no perfect alerting method but the system should be one that does not depend solely on the use of telephones.

### **Mobilization**

The PS staff will mobilize. The Chief of PS will go to Headquarters. Supervisors will go immediately to their designated Welfare Centre and report to their respective Welfare Centre Managers. The workers will go to the Welfare Centre, the reception point, or facility for care of unattached children and dependent adults, to which they have been assigned and from there report to their Supervisors. It is expected that staff would have practised the mobilization procedures so often that their actions will be almost automatic. PS Workers who evacuate from target areas will report to a Welfare Centre in the reception community where they arrive.

## SETTING UP THE OPERATIONAL SITES

### Headquarters

- (1) The office space allotted for the PS Chief will be readied. This is the pivotal point for the direction and control of PS within a community. At no time should the Chief leave without delegating his authority to a deputy. This necessitates a shift system.
- (2) The equipment, supplies, reference materials and resource data will be put into working order.  
For example, a log will be available to record all incoming and out-going messages involving action. At any time, it should be possible to know what action has been taken, or what messages are outstanding. (See Appendix E). Similarly a resources board or some method will be required to keep information up to date regarding staff, equipment and supplies at operational sites in the Welfare Centre Areas.
- (3) The availability of supporting services will be checked, such as transportation to move unattached children from Welfare Centres to lodging facilities.

### Welfare Centres, Congregate Facilities and Institutions

- (1) The space in a Welfare Centre allotted for the operation of the four Bureaux will be made ready.  
PS depends on operation procedures for the conversion of the building to meet the Service requirements. These procedures cover the provision of seating accommodation in the reception area, directional signs for all services, and a public address system.
- (2) Equipment and supplies, if not already in the operational sites, will be secured and distributed (e.g. Case Index Kits will be obtained from stockpiles). Requisitions (written or verbal) for equipment and supplies normally will originate with the Supervisor. They will be communicated to the EWS Director who will approve or revise the requisitions and submit them to the supply officer.
- (3) The already designated institutions within the reception community will put their plans into effect for the reception of the evacuating institutional groups. Space may be converted, furniture rearranged, and additional equipment and supplies requisitioned as needed.

## OPERATIONS IN RELATION TO THE THREE TIME PHASES

Beyond Alerting, Mobilization, and setting up operational sites, it is difficult to fix the demands on PS. They will vary with the phase of the emergency. There is no specific time limit for each phase. However, some generalizations about the effect of three phases—Pre-Attack, Post-Attack, and Temporary Rehabilitation—upon the operational procedures, are being made for overall guidance.

### Headquarters Operation

The direction and control of PS within a reception community will be carried out in the Headquarters site.

#### *Pre-Attack*

During the Pre-Attack phase, evaluation and decisions about the operation will be made by the Chief of PS with two considerations in mind: the relevance of the PS plan for operational capability to receive the number of evacuees from the probable target area; and the effectiveness of the administration of PS. His assessments will be made on the basis of information received from Zone Headquarters and reports from Welfare Centres in the community. Reports from Welfare Centres will contain information about the developments of PS within Welfare Centre Areas (e.g. the state of readiness, the number of staff and adequacy of supplies). The Chief will select from these reports pertinent information to give to the EWS Director for inclusion in the EWS situation reports to Zone. The PS data in the situation reports will enable the PS Zone Chief to effectively co-ordinate PS operations in the Zone.

If there is a request from Zone for Mobile EWS Teams, the PS Chief will be able to advise the EWS Director which of the Welfare Centres has the available staff. Few PS priority messages to Zone might be anticipated at this time.

#### *Post-Attack*

Following a nuclear attack, the rate of arrival of people will be reduced and perhaps sporadic. Survivors rescued by the Army during re-entry operations will be evacuated from damaged areas to established Welfare Centres in small groups. The mass care aspects of the program will be adjusted to meet the changed needs. Requests might be received to send PS forward to the fringe of the severely damaged or contaminated area to provide services, or to

communities where PS had not been organized. The Chief will have to decide which Welfare Centre(s) will provide Teams and advise the EWS Director, who will in turn advise the Welfare Centre Manager(s) concerned. Contacts with both Zone Headquarters and Welfare Centres will undoubtedly multiply. People in areas made uninhabitable by radioactive fallout, including Welfare Institutions, who have been remedially evacuated will require accommodation and special services. Direction and advice to Welfare Centre staff on care of these people will be explicit and demanding. Decisions about priorities within PS, or about support needed from other municipal emergency services will increase in scope and complexity, due to disruption of utilities and problems in distribution of supplies. Accurate and concise reporting to the EWS Director must be maintained.

### *Temporary Rehabilitation*

Following the Post-Attack phase, there will be a shift to rehabilitative services. Decisions about the rehabilitative process will call for imagination and creativity as well as skill. Gradually, responsibility for people who need continued assistance will be transferred to regular or especially created agencies in the community and EWS will be discontinued. The Chief of PS will participate in such policy decisions and at the appropriate time, will instruct Supervisors to release from Welfare Centres, personnel on loan from outside agencies.

## **WELFARE CENTRE AREA OPERATIONS**

In this section, the operations of each of the four Bureaux will be developed in relation to the three time phases. PS will be needed from the first out-movement of evacuees until all have been re-established or have been referred to a community welfare agency for continuing rehabilitation assistance.

### **Reception Bureau**

#### *Pre-Attack*

Direct service to evacuees begins with the first arrivals at Welfare Centres. The first group will probably include people who have made some self-help preparations. Many factors will determine the composition of the groups and the resulting needs. For example, with reasonable warning time, the evacuees could be complete families or mothers with children. In such cases there would be fewer unattached children and dependent adults.





Someone should always be on duty to receive evacuees arriving at the Centre. Reception workers should be stationed near the entrance of the large room or auditorium, being used for reception purposes. These reception workers must be easily identifiable by distinctive armbands, cap, or uniforms. Interpreters will be needed.

As traffic would be controlled, a steady flow could be anticipated. When evacuees arrive at a Welfare Centre they should be received in an orderly and as reassuring a way as possible.

Reception workers must be informed immediately of any policy changes made in provision of EWS and other emergency services. During this period, the majority of the PS staff will be working within the Reception Bureau and will be involved in the reception of evacuees, in furnishing information, and if time permits, assisting them with their personal problems.

### *Post-Attack*

In the period immediately after an attack it will be impossible to give individual attention to all victims. As people are rescued by the Army during re-entry operations or evacuated from fallout areas or come out of damaged areas on their own, the Reception Bureau workers will receive them at Welfare Centres. In many instances, where the service is primarily one of giving evacuees information about available resources and services, this will be done on a group basis. The victims may be more upset and shocked than those arriving in the Pre-Attack phase; additional supporting services will be needed. For example, if

there is reason to believe that evacuees arriving on their own have been subjected to radioactive fallout, a contamination check will be required and decontamination effected if needed.

### *Temporary Rehabilitation*

During this phase probably only one reception worker will be required at any time.

## **Unattached Children and Dependent Adults Bureau**

### *Pre-Attack*

Temporary holding of special groups, such as unattached children and dependent adults, will be provided within the Welfare Centre and/or these groups will be accommodated in a private or congregate facility in the Welfare Centre Area according to the EL plan. Toys such as pencils, crayons and other games to meet the needs of various age groups should be provided for unattached children. An active yet quiet play program, until they will be taken to a congregate facility and given group care would be ideal. Accommodation apart from the noise and confusion of the larger evacuee group will give dependent adults immediate comfort. Their fear and anxieties will be diminished by this kind of protection.

### *Post-Attack*

There will be a higher percentage of both unattached children and dependent adults in this period. In some reception communities, arrangements will have to be made with the EL Service for additional space. Other supporting services will be requested as needed.

All unattached children from whom identifying information cannot be obtained will be kept in one location, if possible. This will make it easier to identify them from data on the "Missing Persons" forms.

### *Temporary Rehabilitation*

When time permits the operation of a good foster care program, some of the unattached persons will be placed in private boarding homes or in a suitable institution. Unattached children still unidentified or known to have been orphaned and unattached adults, unable to care for themselves, will benefit by individual attention. Standards for the protection of these groups will be established and followed in relation to each form of care; no permanent place-

ment such as adoption or transfer of guardianship, can be made until the courts are operating. Accommodation will be found in co-operation with the EL Service, the Institutional Care Bureau or the existing social agencies.

## **Institutional Care Bureau**

### *Pre-Attack*

Institutions which have evacuated will go directly to pre-determined locations. The incoming institutional population, with its staff, should be kept together as an institutional group at their destination. If living conditions are similar to those to which they are accustomed they will need less individual attention. Nevertheless, some groups (e.g. blind persons) will need additional staff to supplement their own staff when living in strange surroundings.

### *Post-Attack*

If welfare institutional groups arrive in a community where no accommodation has been planned, the EL Service in conjunction with the PS Chief and the other municipal emergency services concerned, will arrange for an increased allocation within the existing facilities (e.g. established or improvised institutions) or allocate congregate space for their care. Similarly, improvised institutions will be assigned and set up for special groups. Under these circumstances, workers from the reception community will have to supplement the staff of the evacuated institutions.

### *Temporary Rehabilitation*

Accommodation and care for residents of improvised congregate facilities will be planned for in more appropriate facilities such as available institutions in another community. Overcrowding in a welfare institution will be reduced by transferring some of the residents to facilities in another reception community. Placements with families to assist in the return to normal will be made for those evacuees in special groups for whom institutional care had been improvised. As time passes, ways in which problems of re-establishment are handled will differ according to the situation.

## **Counselling and Emergency Aid**

### *Pre-Attack*

Only if the precautionary evacuation period is lengthy will counselling, beyond that needed for the most urgent problems, be provided.

### *Post-Attack*

After the emergency needs of evacuees have been met, counselling will be provided to deal with some of the problems arising within the reception community (e.g. emotional tensions such as friction between evacuees and householders). Also some types of social problems (e.g. a shocked mother unable to cope with her children) can be detected and simple services rendered. Sometimes, simple measures can prevent a serious or complicated problem from developing. If attention is not available when needed, anxiety or even panic can result causing the morale of the group to deteriorate. Both methods of interviewing—group and individual—will be employed. By this time some of the trained workers from target areas will be available to supplement PS staff.

Emergency Aid will be given when the necessities of life are available. Copies of vouchers will be kept. (See Appendix F).

### *Temporary Rehabilitation*

Victims of an attack will face many long-term problems. These include loss of the wage earner, of parents, of personal and real property, of living accommodation, and of employment. Many personal and emotional problems will have developed. A rehabilitation program will be needed to assist with these problems and with return of people to independent living. At the start of the temporary rehabilitation period, a worker may give only five or ten minutes to each interview until the volume of work falls. Gradually, as eligibility for emergency aid is determined on the basis of understanding all aspects of the disaster victim's situation and his plan for re-establishment, the method of proceeding will more closely resemble the operation of peacetime welfare services. Services, staff and records will, if possible, be centralized in one Welfare Centre per community. Records, essential to preservation of legal rights of individuals, will be kept. Gradually, responsibility for people who need continued assistance in their rehabilitation will be transferred to the agencies in the community. Most of the PS workers on loan from welfare agencies outside the reception community will be released to work in their own agencies.



## STAFF DUTIES AND ACTIVITIES IN OPERATIONS

Successful operation of PS at the EWS installations depends on a clear understanding of the duties of the various members of the PS staff. A description of each follows.

### CHIEF OF PS AT HEADQUARTERS<sup>1</sup>

A PS Chief in a reception community will be responsible to the EWS Director. He will:

- (1) implement the operating procedures regarding such matters as space, equipment, supplies, and shift system.
- (2) answer all messages from Zone Headquarters which affect the PS operation, and where indicated initiate action.
- (3) receive messages from all Welfare Centres regarding PS operation, such as their operational capability and local situation.
- (4) analyze all information in order to make decisions on priorities, or to give instructions and advice about action to be taken in the community (e.g. decisions about staff reinforcements and arrangements for them).
- (5) collate requisitions from the various Welfare Centres for supplies and equipment, and if indicated make revisions (e.g. regarding goods required for services to unattached children and dependent adults and institutional groups).
- (6) requisition or request assistance from supporting services, and decide upon the necessary adjustments and changes which have to be effected (e.g. priorities within PS for transportation might be established).
- (7) obtain up-to-date information from information or intelligence service for relay by supervisors and workers to evacuees in Welfare Centres.
- (8) consult and collaborate with other EWS Chiefs where joint decisions and action are needed (e.g. operational procedures affecting one or more service(s) as well as PS).
- (9) provide EWS Director with situation reports about developments within PS (e.g. data about changes in operational procedures which affect co-ordination with other EWS).

<sup>1</sup> Provincial and Zone Chiefs of PS carry out similar headquarters duties at their respective sites, but related specifically to their own administrative levels.



## SUPERVISOR OF PS

The Supervisor is responsible to the Welfare Centre Manager regarding administrative matters and to the PS Chief at Headquarters for technical assistance and direction. He will:

- (1) administer the four bureaux.
- (2) requisition supplies and equipment.
- (3) insure availability of supporting services such as nurse at Reception, first aid, auxiliary police and emergency covering.
- (4) prepare work schedules and assign special tasks.
- (5) direct and supervise the work of his staff members, sustaining staff morale.
- (6) arrange for additional personnel as well as services, such as feeding, clothing and health for an incoming institutional group.
- (7) arrange to set up Improvised Institutions if required to meet the special needs of some evacuees. A location will be secured through EL. Staff, equipment, supplies and supporting services will be secured.
- (8) provide in-service training to additional workers secured from evacuees.
- (9) keep essential records, such as staff establishment changes.
- (10) act as consultant on special "Counselling and Emergency Aid" cases.
- (11) handle a small caseload of the most difficult or emergency "counselling cases" if and when necessary. In many instances, the Supervisor may be the only staff member who has had social work training.
- (12) assist staff in selecting the information to be given to, or problems to be discussed with groups, both evacuees and residents.
- (13) in a critical situation, undertake group counselling.
- (14) authorize Emergency Aid allowances which are in excess of normal amounts.
- (15) revise policies and procedures in PS as required by new directives from higher authorities or by local conditions.
- (16) keep staff members informed of the above, and of any new or revised policies which affect the operation of the EWS in any way.

- (17) consult and make joint decisions with other EWS, such as EL regarding accommodation arrangements for special groups.
- (18) submit reports to PS Chief regarding the current situation and progress of PS.

## **ASSISTANT SUPERVISORS**

The duties of Assistant Supervisors will be similar to those of the Supervisor, with their duties related to one bureau rather than four. The Assistant Supervisors are responsible to the Supervisor of PS.

## **PS WORKERS**

The activities are listed according to the four Bureaux. The functions are similar whether performed by workers in a Welfare Centre Area or in a Mobile Welfare Centre Team.

### **Reception Bureau**

The workers will:

- (1) receive evacuees at Welfare Centres and other reception points.
- (2) segregate the hysterical or otherwise emotionally upset evacuees so that they can be given special care.
- (3) give special attention to the needs and situations that are not as obvious as others (e.g. those resulting from shock and the problems of the emotionally unstable).
- (4) assist the Public Health Nurse to segregate people with communicable diseases and/or radiation sickness from the overall group, keeping a parent with small children when at all possible.
- (5) separate unattached children and dependent adults from the other evacuees and take them to a room or another area in the Welfare Centre.
- (6) insure a contamination check where indicated and, decontamination if necessary.
- (7) answer queries.
- (8) give information regarding EWS and other municipal emergency services that are available. For example, the use of safety notification cards available within the reception area will be explained.

- (9) assist the evacuees to get the help they require. In some instances explicit direction to the EWS within the Welfare Centre or a referral to community services such as Emergency Hospital or Emergency Clinic will be needed.
- (10) supply specific information to supervisory staff and evacuees regarding the current situation and conditions to allay fears and prevent the spread of rumours.

### Unattached Children and Dependent Adults Bureau

The workers will:

- (1) give special attention to unattached children and dependent adults during their temporary custody in a Welfare Centre.
- (2) remove the unattached dependent to pre-determined congregate facilities, as soon as possible for group care.
- (3) arrange for food, clothing, registration and other services as needed by these groups.
- (4) assist the Mobile Registration and Inquiry Teams with the individual registration and inquiries of these persons.
- (5) assist the police in the completion of "Unidentified Persons" forms.
- (6) arrange for an immediate reunion with families where possible.
- (7) as soon as possible, place in selected foster homes children who have been identified but have not been reunited with their families.
- (8) place in specially selected private homes or institutions dependent adults who have not been reunited with relatives or friends.
- (9) follow up these placements of unattached children and dependent adults to help both the individuals concerned and those who are giving them care.

### Institutional Care Bureau

The workers will:

- (1) supplement staff of the evacuated institutions if the evacuees have additional needs due to strange surroundings; in particular, provide group care and individualized physical care, such as feeding, dressing and attention

to special needs of those within the evacuated institutional groups.

- (2) set up through this Bureau Improvised Institutions to meet the special needs of groups such as teenagers and perform the necessary tasks whether giving physical care, psychological first aid and/or interviewing.

### **Counselling and Emergency Aid Bureau**

In the Pre-Attack phase, advice and assistance for a limited number of urgent cases will be given. Counselling will consist primarily of giving information, answering questions, and directing people to services for assistance.

In the Post-Attack phase information regarding rehabilitative assistance and services that are available will be given. The workers will:

- (1) counsel individuals regarding economic, emotional and personal problems.
- (2) hold at least one interview with each individual or family who applies for assistance with their temporary rehabilitation plans or for help with their re-establishment.
- (3) record simple and accurate information about assistance and/or emergency aid.
- (4) provide counselling services to those persons unable to go to a Welfare Centre (e.g. individuals in improvised or existing hospitals).
- (5) give Emergency Aid Allowances, as they are established, according to need determined through individual counselling.
- (6) help establish families and individuals upon their own resources as quickly as possible.
- (7) adjust program and improvise wherever there is a shortage of supplies and interruption of services.







***PERSONAL  
SERVICES MANUAL  
APPENDICES***





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## GUIDES FOR COMMUNITY ORGANIZATION AND PLANNING IN PERSONAL SERVICES

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The term "community", whether defined in the popular or scientific sense, contains the concept of a group of people inhabiting a prescribed geographical area, who have a considerable degree of unity in meeting the more important concerns of life. This complex of people is composed of both individuals and of organizations, religious, cultural, industrial and professional. Nowadays a community's way of life is decreasingly self-sufficient. Whether rural or urban, a community cannot satisfy all of its life needs nor claim the complete loyalty of its members. For many needs communities must rely on the larger society. People are interdependent and the welfare of one affects the welfare of all. Today as never before we need to live by planning, if we are to anticipate and be prepared to meet the welfare needs in the nuclear age.

"Community organization", as used in this manual, refers to a way of planning and organizing systematically to achieve defined objectives in the development of the PS program. The way in which selected people of a community join together to determine the special needs for which PS should plan, the way these needs are met and the manner in which the necessary resources are mobilized are significant for the outcome. A PS organization is dependent upon the existing services in a local community. Furthermore, interdependence exists between agencies in a local community and provincial and national services. Therefore, organizing and planning must be interrelated locally, provincially and nationally.

PS planning not only has its foundation and limits in the existing welfare services, but also in the legislative authority and policy base for EWS. The channels of communication and overall interaction among the local, provincial and federal components of EWS is also a controlling condition affecting the organizing and planning of PS.

### A LONG RANGE GOAL

Organizing and planning for PS is directed toward a long range goal of developing community capability to assist people with their special personal and emotional needs in the event of nuclear disaster. Planning activities must be

intelligently and effectively related to the potential needs which may have to be met in a particular community.

## PHILOSOPHY UNDERLYING ORGANIZING AND PLANNING FOR PS

Insofar as a Municipal Chief of PS has the overall responsibility for obtaining the facts, determining priorities, and organizing a plan of action, the philosophy on which PS organizing and planning are based follows:

- (1) In modern society, assistance to individuals who are unable to meet their own needs is provided through organizations.
- (2) A group of people, planning for resources to meet their needs, often delegate this responsibility to a committee whom they expect to operate according to the democratic process.
- (3) Fundamental to community organizing and planning of PS is a knowledge of social problems and resources and an acceptance of change in existing services, according to social conditions.
- (4) A municipal council, once it has undertaken civil emergency planning, has a responsibility to designate the official welfare department, the welfare official, or a qualified public spirited citizen to participate in organizing and planning PS.
- (5) Existing voluntary services and organizations, though interrelated, are self-determining and autonomous. Thus, their participation or that of public spirited citizens must be sought.
- (6) The examination of the problem—fact finding, analyzing resources, defining problems—should be a joint responsibility of officials, voluntary agencies and/or individuals. Voluntary agencies and individuals can serve in an advisory capacity only regarding action to be taken.

## BUILDING A PROGRAM

The starting point for a practical organizer is a thorough knowledge of the life, culture, social problems, resources, and personalities of the community in which the enabling organization is to be built. This is basic to a step by step development to ensure a maximum of success in establishing a PS program.

## PARTICIPATION IS THE KEYSTONE

The active participation of citizens and representatives of welfare organizations is the keystone in building a PS program. This is dependent upon the leadership given by the municipal Chief of PS and his ability to successfully involve his planning committee. Once the members of the planning committee have been appointed, they all should be actively involved in promoting the program.

A decision may be made by them to commence with a study of the pertinent facts (e.g. data about the existing social welfare agencies of a community or with a survey which necessitates the participation of the related agencies in making the facts available). Meaningful leadership roles for the committee members related to specific jobs, such as the organization of resources, both material equipment and personnel, can maintain interest and morale. A spirit of confidence is not ready-made but must be created through mutual endeavour.

It is important to establish short range as well as long range goals. PS planning must be practical. The committee should keep in touch with the thinking and attitudes of the people in the community. A planning committee should be progressive enough to be ahead of the community, but not so far ahead that the community will not develop support. The committee would then become discouraged rather than stimulated. It follows that the public should be kept informed, but there is an art of enlightening the public so that they may gain the conviction about the desirability of proposals. Facts should be presented through the EWS Director in clear, simple language and as vividly as possible. Wise selection and timing in relation to the information given is significant. Conflicting viewpoints and interests cannot always be resolved.

## APPROVAL OF A PLAN

After a plan has been constructed it still must be approved. A PS Chief after consultation with his planning committee can only recommend; the EWS Director and the EWS Planning Committee will confirm or revise these recommendations before the PS plan is a reality. It then becomes an integral part of a municipal EWS plan. This in turn is a part of the municipal civil emergency plan, which does not exclude a dependence on EWS at zone and provincial levels.



Organizing and planning PS at the municipal level is carried by a network of complex interrelationships locally, provincially and nationally.

In review, the successful planning and organization of PS in a community depends upon the application of the basic principles of good community organization including:

- (1) broad, representative participation.
- (2) top grade leadership.
- (3) a step by step development.

Satisfying results may be very difficult to attain in some communities. However, if the conviction about the goal is real, efforts can be co-ordinated which will bring about an orderly development of a well balanced program.

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## PERSONAL SERVICES STAFF ESTABLISHMENT IN A WELFARE CENTRE

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The estimated staff figures for the first and successive days are based on the general EWS planning assumptions in Chapter I, the specific problems outlined in Chapter II, plus the following particular conditions:

- (1) The majority of evacuees will arrive during the first day. The groups arriving on the second day include the rescued and a number of local residents.
- (2) All evacuees arriving in a reception community will be processed through a Welfare Centre, except those who have no need for Services, and who go to pre-arranged accommodation (this is the established policy except where fallout conditions prevent EWS from operating).
- (3) Pre-attack evacuation from the target area has taken place following the Alert during the daytime working hours, on a week day, without families having had time to get together.
- (4) The Welfare Centre is situated about 60 miles away from the target area and is a two-storey high school building.
- (5) EWS will be able to meet the immediate needs of evacuees within a four hour period.
- (6) A target area welfare institution has been assigned to a building within this Welfare Centre's area of responsibility.
- (7) The terms "trained" and "untrained" as applied to PS staff have been defined in Chapter II, viz:
  - (a) *Trained*  
Trained indicates those who have received training in civil emergency planning and EWS and PS specialist training.
  - (b) *Untrained*  
Untrained indicates workers who are recruited and briefed at the time of operation.
- (8) Factors peculiar to the four Bureaux are listed separately, as follows:

### *Reception*

- (a) Wardens or Auxiliary Police will be on duty in the Welfare Centre to control the crowd, and to

assist with the segregation of emotionally disturbed persons and other individuals incapable of caring for themselves, from the overall group of evacuees.

- (b) An average of three minutes per initial Reception contact will be used. To interpret available services, answer questions, give direction, separate unattached persons and/or accompany them to a temporary holding area, may take more or less than the three minutes allowed. Nevertheless it will aid those responsible for Reception to calculate the number of reception workers to be recruited for operations.

#### *Unattached Children and Dependent Adults*

- (a) One trained person is required for every ten unattached children; one trained person is required for every ten dependent adults. Twenty unattached children or dependent adults receiving congregate care will need two untrained workers in addition to the foregoing trained PS workers, viz., one cook and one helper, with help from older children, will be needed to prepare meals and maintain facilities.

#### *Institutional Care*

- (a) An Assistant Supervisor for institutional care will be required in those Welfare Centres which will have evacuated welfare institutions within their Welfare Centre Areas. Such an Assistant Supervisor will act as liaison-administrator to establish a pre-determined destination and secure equipment and supplies as required at the time of the emergency.
- (b) Target area institutional staff will evacuate with the residents as a group to a pre-determined institution in a reception community and therefore extra staff will not be needed except under exceptional circumstances.
- (c) If it is necessary to set up an improvised institution the Supervisor and Assistant Supervisor will be responsible for making all the necessary arrangements.  
Space will be secured through EL, equipment and supplies through a municipal supply or WSA officer, and staff through PS or National Manpower Agency.

### *Counselling and Emergency Aid*

- (a) Counselling services for *urgent* cases only will be provided in the Pre-Attack and Post-Attack phases.
- (b) For planning purposes, the number of local residents who come to the Welfare Centre to seek general information, to make inquiries about missing relatives and friends, and to request Emergency Aid is estimated in the ratio of one resident to ten evacuees.
- (c) Emergency Aid will be available as soon as feasible to assist in securing the basic necessities of life.
- (d) The Assistant Supervisor may give counselling. One Assistant Supervisor is required for five Counsellors.
- (e) The following supplementary staff will be recruited and briefed: One steno-typist is required for three Counsellors (records).  
One steno is required for Supervisor and Assistant Supervisor.  
One typist is required for one accountant.  
Two clerks are required for one accountant (per 2,000 evacuees).

The following chart gives the number required to staff PS in Welfare Centres receiving from 500-4000 evacuees during the peak load of operations. As there will be a shortage of social workers and welfare workers, their skills will be used to the greatest advantage as Supervisors and Assistant Supervisors of the PS, and within the Counselling and Emergency Aid Bureau. Although the numbers indicated may be larger than are now available in some reception communities, it will aid the operation of PS if recruitment of staff is continued up to the strength indicated. Any guide will have to be adjusted to a particular situation in a reception community.

## Estimate of PS Staff Needed for a Welfare Centre

Day of Operation	First Day			Subsequent Days		
No. of Evacuees	1-500	500-2000	2000-4000	1-500	500-2000	2000-4000
Position	TR UN	TR UN	TR UN	TR UN	TR UN	TR UN
Supervisors	1	1	1	1	1	1
Assistant Supervisors	2	4	4	2	4	4
Reception Workers	3	14	28	1	2	4
Unattached Children's Workers	1	2	4	1	2	4
Dependent Adults' Workers	1	2	4	1	2	4
Institutional Care Workers						
Counsellors	1	1	2	1	3	6
Steno-Typists				1	1	2
Stenographers				1	1	2
Accountants				1	1	2
Bookkeepers				1	1	2
Clerks				1	2	4
Trained	9	24	43	7	14	23
Untrained				5	6	12



## INTERPRETATIONS REGARDING THE CHART

It will be observed that the figures for staff required to provide services to evacuees cannot merely be divided or multiplied in direct ratio to the number of evacuees concerned.

### First Day of Operation

#### *Supervisor*

With respect to the staff figures for 500 evacuees it is considered that one Assistant Supervisor will be responsible for both the Reception and the Counselling and Emergency Aid Bureaux. The second Assistant Supervisor will be responsible for both the Unattached Children and Dependent Adults and the Institutional Care Bureaux.

#### *Reception Workers*

One reception worker will interview 20 individuals per hour; 28 reception workers will interview 560 individuals or heads of families. The latter figure is considered a reasonable proportion of the 1000 evacuees arriving in one hour (see Chapter I—General EWS Planning Assumptions).

### Subsequent Days of Operation

#### *All Staff*

Two 8 hour shifts (8.00 to 4.00 pm and 2.00 to 10.00 pm) have been allowed. The overlap of shifts provides for needed consultations and briefings re: problems and procedures, and for necessary paper work.

#### *Reception Bureau*

There will be shorter contacts at Reception after the first day of crisis, with staff establishment based on an estimated 2 minutes per Reception contact. The number of persons requiring direction and information gradually would decrease each day.

#### *Counselling and Emergency Aid Bureau*

As soon after the emergency as conditions permit, the number of counsellors should be sufficient to take necessary action on the initial Counselling and/or Emergency Aid requests of evacuees in the Welfare Centre Area.

The maximum time for the initial interview and recording will be 20 minutes. An hour and twenty minutes per worker per shift should be considered as non-interviewing time (lunch and interruptions); therefore there will be 20 interviews per worker per shift.

Extra staff will be required when:

- (a) problems of householders and evacuees increase due to emotional strain and stress situations, and
- (b) assistance is based upon individual and family needs.

The following table gives suggested requirements for interviewing staff for the Counselling and Emergency Aid Bureau in the Temporary Rehabilitation Phase.

**Suggested Requirements for Interviewing Staff by Number of Eight-Hour Shifts**

No. of Shifts	Number of Interviewers						
	1	2	3	4	5	6	7
1	20	40	60	80	100	120	140
2	40	80	120	160	200	240	280
3	60	120	180	240	300	360	420
4	80	160	240	320	400	480	560
5	100	200	300	400	500	600	700
10	200	400	600	800	1000	1200	1400
15	300	600	900	1200	1500	1800	2100
20	400	800	1200	1600	2000	2400	2800
25	500	1000	1500	2000	2500	3000	3500
30	600	1200	1800	2400	3000	3600	4200
35	700	1400	2100	2800	3500	4200	4900
40	800	1600	2400	3200	4000	4800	5600
45	900	1800	2700	3600	4500	5400	6300
50	1000	2000	3000	4000	5000	6000	7000
60	1200	2400	3600	4800	6000	7200	8400

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## TRAINING FOR PERSONAL SERVICES WORKERS

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Training in PS is the responsibility of the Provincial Chief of PS. Under the direction of the provincial EWS Director, he has the overall responsibility to organize and administer a sound training program. He will assist the zone and/or municipal leaders, such as municipal PS Chiefs and Supervisors, with the training of PS Workers.

When workers are recruited to staff the four Bureaux, or assigned by virtue of their employment to work in PS, they should be given information about the training they are expected to take and a clear indication of the amount of time the training will involve. They will be advised that further training courses are not planned except for an occasional refresher course when policies or procedures are changed or modified. They should understand how exercises, in which they are expected to participate, would strengthen their training. After the training, if world conditions become so critical as to necessitate sudden action within EWS, they would be ready to undertake their duties as required.

### PS WORKERS COURSE

Ideally every PS worker should have training in civil emergency planning and EWS before receiving training in PS. This basic information can be given in a separate course or in some instances the data may be taught concurrently. In either case, sessions to familiarize the candidates with their own local EWS and municipal emergency services could be held in conjunction with the training of workers for the other four EWS. The PS Workers Course, or Specialist Training, would introduce workers to and prepare them for PS tasks.

The content of a course for PS Workers must be constantly under review and changed when necessary to keep abreast of revised policies and procedures. Teaching materials should be adapted accordingly. Persons qualified by education and experience should give the instruction.

A proposed syllabus has been prepared containing the basic elements of the work that will likely be done in each of the four Bureaux. If the workers are to be moved from one bureau to another, the course should be covered in its entirety. Some communities might decide to limit training to the work of one or two bureaux instead of the four.

In the schedule prepared, ten two hour study periods have been developed for a course. This could be planned in a series of ten consecutive weeks, or programmed as three full days of training. If the course is extended over several weeks, summaries and repetition of information already given would be desirable to reinforce learning. If it is concentrated into three consecutive days, refresher periods would be needed to insure that the basic data is retained.

Training needs will vary from locality to locality. Adaptations and modifications in the timetable and content must of necessity be made in relation to the education and experience of the learners and the instructors as well as the local situation. They are many variations and combinations which would retain the fundamentals to be taught.

The following outline gives the main subjects to be included in a course of training. A method of presentation has been suggested for each topic. Learning experiences, based on educational principles, can be constructed from this pattern.

<i>Session</i>	<i>Time</i>	<i>Subject</i>	<i>Type of Presentation</i>
1	20	Introduction—Purpose and Scope of Course and Syndicate Groups	
	25	Help for the Homeless	Film & Discussion
	20	The Job of Personal Services in Relation to EWS	Lecture
	50	Organizing PS within a Reception Community	Lecture & Discussion
2	10	The Reception Bureau	Lecture
	40	Reception Problems	Syndicate Discussion
	30	Reporting	
	40	Short Contact Interviewing	Lecture & Discussion
3	10	Unattached Children & Dependent Adults Bureau	Lecture
	40	Problems Related to Unattached Children & Dependent Adults	Syndicate Discussion
	30	Reporting	
	40	Behaviour of Unattached Children & Dependent Adults	Lecture & Discussion
4	10	Institutional Care Bureau	Lecture
	40	Institutional Care Problems	Syndicate Discussion
	30	Reporting	
	40	Management of Institutional Groups	Lecture & Discussion
5	10	Counselling & Emergency Aid Bureau	Lecture
	40	Counselling & Emergency Aid Problems	Syndicate Discussion

	30	Reporting	
	40	Interviewing in Counselling & Emergency Aid Bureau	Lecture & Discussion
6	1:00	Interrelationships Between PS and other EWS and Municipal Emergency Services	Lecture & Discussion
	1:00	Emotional Reactions of People in Mass Disaster	Lecture & Discussion
7	25	Principles of Operation	Lecture & Discussion
	25	PS Staff and Duties	Lecture & Discussion
	1:10	Setting up PS in a Welfare Centre (Space, Equipment and Flow)	Lecture and Discussion of Exercise
8	1:00	The Operation of the four Bureaux (including supplies, recording and record system)	Lecture & Discussion
	1:00	Psychological First Aid	Lecture & Discussion
9	2:00	<i>Exercise:</i> Role playing so that each candidate has the opportunity to act as an evacuee and a receptionist, as client and a counsellor.	
10	15	"Personal Services"	Filmstrip
	1:15	<i>Exercise:</i> Case situations and how the problems could be met within PS	
	30	Evaluation and Discussion of opportunities for exercises and/or refresher sessions in PS	



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## SPACE, EQUIPMENT AND SUPPLIES REQUIRED BY PERSONAL SERVICES AT OPERATIONAL SITES

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The following is a detailed analysis of the space, equipment, and supplies required by PS staff during the Pre-Attack and Post-Attack phases of operation.

### HEADQUARTERS

#### Space

The size and location of space for EWS operation at Headquarters is dependent on the size and type of the community. Office space for the PS Chief and/or Deputy Chief is allotted by the EWS Director.

#### Equipment and Supplies

In addition to the usual office equipment, special equipment such as maps, overlays, resources boards, message forms and log sheets should be available. Records, such as the PS plan, are essential.

### WELFARE CENTRE AREA

#### Space

The operational plan for each Welfare Centre is dependent on its size, location, and layout, related to the number of evacuees to be received. Accordingly, space will be allocated to achieve the maximum operational efficiency for a specified number of people. Building(s) from which PS will be administered or provided to a total of 2,000 evacuees will be considered as the basis for the operational requirements for the three Bureaux viz. Reception, Unattached Children and Dependent Adults and Counselling and Emergency Aid. Evacuated institutions (Institutional Care Bureau) go directly to predetermined locations in existing or improvised institutions. Office space will be required for five key staff viz. the PS Supervisor and four Assistant Supervisors.

#### (1) Reception Bureau

Space for Reception purposes in a Welfare Centre will vary according to the layout and structure of the building. The reception room should be at the entrance of the Welfare Centre so that the flow of evacuees through it to the various EWS can be easily accomplished. This room should have an entrance and an exit, as many

people will come for information only. If there is only one door, a barrier should be set up so that the entrance space is divided and the flow controlled. Seating facilities for a minimum of 250 people are essential.

## *(2) Unattached Children and Dependent Adults Bureau*

Temporary holding space for 20 children and 20 adults should be provided, in the Welfare Centre if possible, away from the noise and confusion and close to toilets. Children and adults will be cared for as soon as possible in congregate facilities.

The following are the suggested space requirements for congregate facilities:

- (a) playroom for children could also be used for eating. (Health standards prescribe 35 sq. ft. per child; a room 23' × 30' for 20 children would afford the approximate 700 sq. ft.)
- (b) sleeping room for children. (Health standards for institutional care designate 50 sq. ft. per bed; a room approximately 25' × 40' for 20 children would give 1000 sq. ft.)
- (c) lounge for adults approximately 700 sq. ft. could also be used for eating purposes.
- (d) sleeping room of approximately 1000 sq. ft. could be divided by improvised partitions as required.

These space figures for both groups may have to be reduced and in some instances children and adults may have to be together in situations beyond the control of PS.

## *(3) Counselling and Emergency Aid Bureau*

At the outset, space for 1 counsellor will be required. In contrast to the four other EWS, where demands for service will decrease quickly after the first day, the work of the PS will increase greatly, with the exception of the Reception Bureau. Some of the Reception Bureau space may be reassigned to the Counselling and Emergency Aid Bureau. The space then required will be for—

Interviewing	—	3 counsellors
Office	—	1 accountant
	—	1 bookkeeper
	—	1 steno or typist
	—	2 clerks

## Equipment and Supplies

(1) <i>Supervisor and Ass't. Super. Section</i>	—Tables or Desks	4
	—Chairs	4
	—Typewriter	1
	—Office Supplies	
(2) <i>Reception Bureau</i>	—Public Address System	
	—Directional and other Signs	
	—Hat Badges and/or Arm Bands for Workers	24
	—Chairs or Benches	
	—Desk or Table for Information	1
	—Paper and Pencils	
	—Protection from the weather at Reception points within the Welfare Centre Area, such as railway sidings and docks, should be provided if people are there for any length of time.	
(3) <i>Unattached Children and Dependent Adults Bureau</i> —For the holding space in the Welfare Centre the minimum equipment and supplies such as chairs, improvised cots, supplementary toilet articles may be planned. The following is a list of the required equipment and supplies in congregate accommodation.		
(a) <i>Unattached Children</i>	—Chairs (or Benches)	20
	—Cots	20
	—Blankets	20
	—Toidies	
	—Tables (for eating—6 feet)	2
	—Diapers	24
	—Talcum Powder	2
	—Safety Pins	24
	—Covered pail for diapers	1
	—Play Material (games, books, toys, crayons, etc.)	
	—Wash Basins	4
	—Paper Towels and Soap	
	—Kleenex	6
	—Toilet Paper	
	—String	
(b) <i>Dependent Adults</i>	—Chairs (or Benches)	20
	—Tables (for eating—6 feet)	2
	—Cots	20
	—Blankets	20
	—Reading Material	
	—Chambers or Urinals	

	—Paper Towels and Soap	
	—Wash Basins	4
	—Toilet Paper	1
	—Kleenex	
(4) <i>Institutional Care Bureau</i>	—Extra equipment and supplies should also be arranged where required.	
(5) <i>Counselling and Emergency Aid Bureau</i>	—Tables or Desks	8
	—Materials for improvisation of booths, if needed	
	—Chairs	12
	—Paper, Pencils, Pens, Carbon Paper	
	—Necessary Forms	
	—Filing cases and/or Boxes	
	—Typewriter	1
	—Office Supplies (paper clips, erasers, etc.)	

## MESSAGE LOG

(Sample)

[illegible]



## SHORT CONTACT INTERVIEWING IN AN EMERGENCY DISASTER SERVICE

Reprint of a paper by Miss K. Macdonnell, B.A., M.S.W.,  
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Interviewing techniques in an emergency welfare service must be modified and adapted to meet the special circumstances which arise. What makes disaster interviewing different?

### Kind of Setting

When disaster strikes it seldom does so at the door of a social agency or welfare department.

- (1) There is no "office"—you may be interviewing in a church basement, an armoury, on a dockside, in a flooded neighbourhood.  
—Try to establish minimum privacy.
- (2) There are no "props"—no desk, telephones, organized office supplies.  
—Try to use uniform basic information forms or have workers get information in uniform way.  
—You can't look up answers or telephone for guidance on resources. Workers should have the facts on clothing, feeding, housing and medical resources.
- (3) Your supervisor is not next door.  
—Workers must be given clear instructions and be prepared to make their own decisions on the spot.
- (4) There are no stenographers or dictaphones.  
—You must write the facts down as you go. You will not have a half-day for recording.

### Kinds of People

- (1) There is no limited intake. People are there, usually hundreds of them, in varying degrees of distress, wanting and needing help immediately.
- (2) These, for the most part, are people who usually can cope with their own lives. They are not used to needing help and asking for it.
  - (a) Out of anxiety they may be belligerent or resentful.
  - (b) They may be embarrassed, hate to ask for help and underestimate their needs.
  - (c) They may want to "be in on a good thing" and be very demanding.

## Nature of Service

- (1) Disaster services give short-term help. Interviewing is not aimed at developing a psycho-social diagnosis. It seeks to give comfort, to elicit facts, to provide information, and should focus on the disaster-caused needs of people.
- (2) Because of the shock of a disaster many of these people will need direction of a kind which would be quite unacceptable under normal circumstances.
- (3) In an emergency need is assumed. In the early stage of mass interviewing there is no time to investigate people's requests. Food, clothing and shelter should be provided on request. Later when more time and staff are available, requests can be sorted out and continuing help given after proper study is given to each family's need for rehabilitation.

## "Normal" Interviewing

- (1) You encourage the client to begin in his own way, to go at his own pace; you often let him "ramble on" to clear the decks. You start "Where the client is" to make him comfortable and get him involved.
- (2) You aim to be sensitive to his feelings even though they may be inappropriate; you should be a good listener.
- (3) One of the basic concepts in casework is that of "client self-determination". A favourite casework phase is "what do you think?"
- (4) You *observe* the client's reactions; what he says and what he does not say.
- (5) Asking questions is a part of any interview. They are asked, not out of curiosity, but out of concern and a desire to help. They are asked to obtain information and to guide conversation from fruitless into fruitful channels.
- (6) You *talk* in an interview. What you say should be purposeful. You talk to reassure and encourage; to lead a person on to discuss relevant matters; to give definite information and advice.

## "Emergency" Interviewing

- (1) *With hundreds of people needing attention you have to focus quickly on what the client wants and needs, and*

what you can do for him. The client will probably be distressed, confused or in a real state of shock. He needs sympathy and support but of a direct and immediately constructive nature.

- (2) Catharsis relieves anxiety. Reassurance and support quickly given may be all a person needs to restore his confidence and ability to cope. But if shock makes him incoherent, a firm and an almost abrupt focussing on what he should do may be a good antidote to anxiety (rather like cold water or a slap when someone is hysterical). Constructive direction or advice given cheerfully should help to mobilize him. In a serious disaster, interviewers may have to face mass hostility. The inconvenience and confusion and personal distress faced by people is blamed on the staff. Accepting these feelings is not easy. Help him feel that assistance is available. To the unreasonable complainer indicate that everyone is in this disaster. **Write down** the facts clearly as you go. You should not have to re-write your hieroglyphics later so that someone else can understand and use them. There won't be time.
- (3) An emergency demands constructive use of authority. This may be necessary to save lives. There is seldom time to explore alternatives fully. People are asking for help and advice. As one of the staff you will have sound advice to give. Give it quickly, confidently and constructively. If a person is simply confused but is obviously able to make good decisions, help him quickly to sort things out.
- (4) Your powers of observation must be heightened in an emergency. Who can be helped quickly? Whose distress or condition is such that medical help is necessary? When is belligerence just a symptom of anxiety? When is it damaging to group morale and is there a need to deal with it firmly? Which are the people whose silence stems from inability to ask for help?
- (5) You must be especially clear about the function and limits of your service, so that questions focus on the matter at hand. Usually the limits of a disaster service can be described as follows:
  - What is the disaster-caused loss or problem?
  - What is the disaster-caused need?
  - What can the person do himself?
  - What does the disaster service need to do for him?

- (6) *There is no time for chattiness in the day of a disaster worker. You must know the **facts**—where to go for food, clothing, shelter, medical assistance. You must be decisive and not dither. The client is confused; it will not help if you are confused too. You are the authority in the situation and must be prepared to **use** some authority, even if the text-books told you this is not the method of a good social worker.*

## CONCLUSION:

In making comparisons between “normal” interviewing and “emergency” interviewing, I have tried to highlight the differences. But actually *good* emergency interviewing is based on the fundamental principles which are important in good casework interviewing in a normal setting. The differences are principally those of pace and timing. In fact one could say that to be truly effective as an interviewer in a disaster, the worker has to have greater skill, because his sensitivity and know-how must be concentrated and brought to bear quickly on a great variety of situations, and without some of the tools which normally exist to help him. It is perhaps significant that agencies tend to use their most experienced and skilled workers to interview at Intake. The emphasis here as in disaster is on clarity of function and skill in forming relationships.

Emergency interviewing might be likened to casework interviewing in capsule form. The analogy is not a bad one.

- (1) Like many capsules it aims to provide relief, to strengthen and to comfort, *quickly*.
- (2) Like a capsule it is *complete in itself*. It is in a sense enclosed and separated off.
- (3) Its content is *concentrated* and sometimes takes the place of several remedies or services.
- (4) Like a vitamin pill it is designed *to be specific* in what it provides, yet it aims to meet many different problems arising out of a disaster.
- (5) And perhaps a caution—as with a capsule, if not properly administered or swallowed, it tends to come back on you. Information must be quickly given and obtained. You may not have another chance.

Social workers are experienced in handling people in distress. A disaster demands that we adapt our special skills to a situation which will need them.

## FORMS

### Case Index Cards

A Case Index file of all applicants and recipients of Counselling Services and/or Emergency Aid should be maintained in a Welfare Centre where the Counselling and Emergency Aid Bureau will be in operation.

The Case Index Card is designed to provide continuous and accurate identification of those who have been served within a Welfare Centre.

These cards will furnish an alphabetical index to Case Records which should contain simple and accurate information about any aid which has been given to a family or individual. A facsimile of the card is shown below, followed by a reproduction of the Instruction Sheet which is included in each Case Index Kit.

FAMILY NAME				CASE NO.	
MAN'S FIRST NAME			AGE	LANGUAGE	WELFARE CENTRE NO.
WOMAN'S FIRST NAME			AGE	LANGUAGE	LOCALITY
					CASE WORKER
POST-EMERGENCY ADDRESS					
PRE-EMERGENCY ADDRESS					
C H I L D R E N	SEX	AGE	ACTION TAKEN (CHECK ✓)		DATE
			OPENED <input type="checkbox"/>		
			CLOSED <input type="checkbox"/>		
			PENDED <input type="checkbox"/>		
			RE-OPENED <input type="checkbox"/>		
			TRANSFERRED <input type="checkbox"/>		
			DUPLICATE CASE <input type="checkbox"/>		
			WHERE _____		
			_____		

EWS 303.62

CASE INDEX

EMERGENCY WELFARE SERVICES

ORIGINAL



CANADA  
EMERGENCY WELFARE SERVICES  
DEPARTMENT OF NATIONAL HEALTH AND WELFARE

PERSONAL SERVICES  
INSTRUCTIONS FOR USE OF CASE INDEX CARDS

1. This carton contains 500 Case Index Cards and 24 blank Index Marker cards.

The Case Index Card is a two-part card with a one-time carbon.

The cardboard boxes are constructed so that when emptied both the top and bottom of the box can be used as filing units.

2. These cards are to be used only if an emergency has been declared by government, or for use in EWS staff training exercises.
3. These cards are to be used in the operation of the Counselling and Emergency Aid Bureau after the immediate emergency period.

The function of the card is:

- (a) to identify all applicants for and recipients of Counselling and/or Emergency Aid.
- (b) to provide a file index which can help to prevent duplication of assistance and services in another Welfare Centre or another reception community.
- (c) to facilitate replies to legitimate inquiries from authorized persons.

4. A card will be completed by a Personal Services worker for each individual or family when an application for a service or emergency aid is made for the first time.
5. The original card remains in the Welfare Centre and is filed alphabetically.
6. The duplicate card is sent to Zone EWS Headquarters so that a Central Index can be maintained of all persons within the Zone who have applied for a service or emergency aid. Thus duplication of assistance can be discovered at the Central Index and the Welfare Centre concerned can be informed.
7. These cards are essentially self-explanatory. To ensure uniform practice in completing them some particular interpretations are noted as follows:

"Case No." — A number is entered on each Case Index Card. This number is to be used for the Case Record, which is filed numerically rather than alphabetically. This type of cross reference gives added protection to information on the record.

"Children" — List all children in the family who are present in reception community.

"Action Taken" — "Closed" — When a case is closed, the card should be checked here and the Central Index should be notified.

"Pended" — A check in this box is made when an application has been taken by a Personal Services worker and is suspended as either undecided or temporarily inactive.

"Duplicate Case" — The card is to be checked here if it is discovered that the family or individual also is receiving assistance from another Welfare Centre.

"Where" — The location and number of the Welfare Centre to which the case is to be transferred, or where aid previously has been so granted is entered here.

8. Personal Services information on the cards is confidential; cards must be accessible only to the Chief, Supervisor, and Personal Services Workers concerned.

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## EMERGENCY WELFARE SERVICES

### GLOSSARY OF TERMS

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The following is a glossary of terms for common use for EWS. It is included to insure uniform interpretation of this manual.

#### 1. AUXILIARY KITCHEN

A place in which food would be prepared and cooked, to be served in another location.

#### 2. CASE INDEX CARD

##### Personal Services

A two part card, with a one-time carbon, which would be filled out for each individual or family applying for assistance at the Counselling and Emergency Aid Bureau, Personal Services.

#### 3. CASE INDEX KIT

A carton containing 500 Case Index Cards, 24 blank Index Marker cards and the instructions for their use in the operation of the Counselling and Emergency Aid Bureau of Personal Services.

#### 4. CENTRAL INDEX

The place in a Zone to which the duplicate of the Case Index Card is sent for filing and checking to prevent the duplication of counselling and emergency aid in another Welfare Centre or reception community.

#### 5. CENTRAL REGISTRY

The place to which the original copies of Registration Cards and Inquiry Cards for a specific target area are sent for filing and searching.

#### 6. CENTRAL REGISTRY MANAGER

The person appointed by the Zone Chief of Registration & Inquiry, who is responsible for the planning, organization and operation of the Central Registry.

#### 7. CHIEF—EMERGENCY CLOTHING (provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Clothing Service at each level.

## **8. CHIEF—EMERGENCY FEEDING**

**(provincial, zone, municipal)**

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Feeding Service at each level.

## **9. CHIEF—EMERGENCY LODGING**

**(provincial, zone, municipal)**

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Lodging Service at each level.

## **10. CHIEF—PERSONAL SERVICES**

**(provincial, zone, municipal)**

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of Personal Services at each level.

## **11. CHIEF—REGISTRATION AND INQUIRY**

**(provincial, zone, municipal)**

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Registration and Inquiry Service at each level.

## **12. CLOTHING DEPOT**

The site within a reception community where used and new clothing will be assembled, sorted, sized, bundled and forwarded to Welfare Centres for distribution.

## **13. CLOTHING ISSUE VOUCHER**

A three-part form with one-time carbon, used to record the type and quantity of clothing issued to an evacuee.

## **14. CONGREGATE FACILITY**

A building other than a private dwelling used for congregate lodging.

## **15. CONGREGATE FACILITY MANAGER**

The person appointed by the Municipal Chief of Emergency Lodging, who is responsible for the administration of a Congregate Facility.

## **16. CONGREGATE LODGING**

The lodging of a large number of evacuees, usually a special group, in a congregate facility.

## **17. COUNSELLING AND EMERGENCY AID BUREAU**

One of the four bureaux of Personal Services. The function of this bureau is to provide counselling services and financial and/or material assistance for those individuals and families who need help with their personal questions and problems regarding their rehabilitation and/or emotional readjustment.

## **18. DIRECTOR—EMERGENCY WELFARE SERVICES (provincial, zone, municipal)**

The person appointed to organize, co-ordinate, and operate the five Emergency Welfare Services at each level (from the Department of Public Welfare where such exists).

## **19. DWELLING**

Self contained living quarters with a private entrance (either from outside the building or via a common hall or lobby).

## **20. EMERGENCY ACCOMMODATION**

Emergency living space in buildings for persons who have evacuated a damaged or potentially dangerous area or whose homes have been destroyed.

## **21. EMERGENCY ASSIGNMENT RATIO**

The number of persons to be lodged per room in a reception community in order to provide emergency accommodation for the residents of the community and the probable number of evacuees assigned to it.

## **22. EMERGENCY CHANGE OF ADDRESS CARD**

Post Office Form E-1, to be used by evacuees in a war emergency as a postal locator card for undeliverable letter mail addressed to disaster areas.

## **23. EMERGENCY CLOTHING SERVICE**

One of the five Emergency Welfare Services. This Service is responsible in an emergency for supplying clothing to those requiring it.

## **24. EMERGENCY FEEDING SERVICE**

One of the five Emergency Welfare Services. This Service is responsible in an emergency for the feeding of persons without food or means of preparing it.

## **25. EMERGENCY FOOD PACK**

At least a seven day (and preferably a fourteen day) supply of emergency type food and liquid, packed in readiness as a self-help measure for evacuation or shelter living.

## **26. EMERGENCY LODGING SERVICE**

One of the five Emergency Welfare Services. This Service is responsible in an emergency for the provision of immediate, temporary accommodation to people requiring it.

## **27. EMERGENCY WELFARE SERVICES**

The five Services responsible for providing in an emergency, those emergency welfare services which would be essential for the survival and well being of persons affected by the disaster (Emergency Clothing, Emergency Feeding, Emergency Lodging, Registration and Inquiry, Personal Services).

## **28. EVACUEE**

A citizen or resident of Canada who, because of an emergency, leaves his home and goes to another place in Canada.

## **29. FAMILY MEETING PLACE**

A place where members of a family have planned to reunite eventually should they be separated by disaster.

## **30. FEEDING ESTABLISHMENT**

A place, commercial or non-commercial, where food is prepared and served (e.g. restaurant, school, club).

## **31. FEEDING STATION**

A site where food which has been prepared in another location, would be served.

## **32. HEADQUARTERS—EMERGENCY WELFARE SERVICES**

(provincial, zone, municipal)

The physical location (within an Emergency Government Headquarters at each level) from which the



Emergency Welfare Services Director and Chiefs of Services would direct emergency operations.

### **33. IMPROVISED FEEDING**

The preparation, cooking and serving of food in time of emergency by means of facilities other than those in private dwellings, commercial and non-commercial feeding establishments.

### **34. INQUIRY CARD**

A card which would be filled out by a person inquiring about the safety and whereabouts of another person.

### **35. INQUIRY KIT**

A carton containing 750 Inquiry Cards and the equipment required for the making of inquiries by evacuees.

### **36. INSTITUTIONAL CARE BUREAU**

One of the four bureaux of Personal Services. The function of this bureau is to plan for the evacuation from probable target areas, or the reception and care in reception areas, of people who are confined to welfare institutions.

### **37. LOCAL REGISTRY**

The place in a reception community to which all completed Registration and Inquiry Cards are sent for processing.

### **38. LOCAL REGISTRY MANAGER**

The person appointed by the municipal Chief of Registration and Inquiry, who is responsible for the planning, organizing and operation of the Local Registry.

### **39. LODGING ASSIGNMENT CARD**

A three part card with a one-time carbon, which would be used in the assignment of evacuees to either a private dwelling or a congregate facility.

### **40. LODGING ASSIGNMENT OFFICER**

The person who is responsible for selecting the emergency accommodation to which evacuees are sent.

### **41. LODGING FACILITY CARD— COMMERCIAL AND CONGREGATE**

A card used to record detailed information about congregate facilities.

#### **42. LODGING FACILITY CARD—DWELLINGS**

A card used to record information about a private dwelling.

#### **43. LODGING LEADER**

A person appointed by the Supervisor of Emergency Lodging, who is responsible for the group instruction of evacuees in the completion of Lodging Assignment Cards.

#### **44. MASS FEEDING**

The feeding of large groups of people in an emergency, in contrast to feeding in private dwellings.

#### **45. MATCHING**

(Omit "matching factors" definition)

That part of the process of assigning evacuees to temporary accommodation, based on one or more factors which would contribute to the compatibility of householder and evacuee.

#### **46. MOBILE EWS TEAM**

A team of EWS workers whose function is to assist evacuees during re-entry operations and/or within areas where EWS are over-burdened or unorganized.

#### **47. OPEN STOCK—STOCK RETURN FORM**

A two part form with a one-time carbon, used to record the total number of unpacked clothing items of all categories held in Clothing Depots and Welfare Centres.

#### **48. PERSONAL SERVICES**

One of the five Emergency Welfare Services. This service is responsible in an emergency for providing individuals and families with special care, guidance and material assistance through 4 Bureaux: Reception, Unattached Children and Dependent Adults, Institutional Care (welfare), and Counselling and Emergency Aid.

#### **49. PLAN—EMERGENCY WELFARE SERVICES (provincial, zone, municipal)**

A detailed written account of the policies and procedures to be followed in setting up and operating the Emergency Welfare Services at each level.

## **50. PLANNING COMMITTEES— EMERGENCY WELFARE SERVICES**

Committees composed of suitable community people, whose training and experience would assist a Director of Emergency Welfare Services and each of the five Chiefs of Services in planning and organizing.

## **51. PRE-ATTACK PHASE**

The period following an Alert Warning, but prior to an attack, during which time EWS prepare for operations and provide essential services to persons who have evacuated to reception communities.

## **52. POST-ATTACK PHASE**

The period following an attack when EWS are operating fully to meet the emergency needs of pre-attack evacuees and of survivors coming from damaged or fallout areas.

## **53. READY STOCK—STOCK RETURN FORM**

A two part form with a one-time carbon, used to record all the clothing on hand in Clothing Depots and Welfare Centres that has been sorted, sized, packed and marked.

## **54. RECEPTION AREA**

The area beyond a target area into which people would evacuate in time of emergency.

## **55. RECEPTION BUREAU**

One of the four bureaux of Personal Services. The function of this bureau is to receive evacuees at Welfare Centres and other reception points, to answer questions, to give reassurance, and to direct evacuees to appropriate emergency services.

## **56. RECEPTION COMMUNITY**

A city, town, or village within a reception area, which would receive and care for evacuees in time of emergency.

## **57. REFUGEE**

A citizen of a foreign country, who arrives in Canada during an emergency.

#### **58. REGISTRATION CARD**

A two part card with a one-time carbon, on which information about evacuee families or individuals would be recorded so that inquiries about them could be answered.

#### **59. REGISTRATION AND INQUIRY SERVICE**

One of the five Emergency Welfare Services. The two-fold function of this Service is to reunite as quickly as possible members of families separated by disaster, and to answer inquiries regarding the safety and whereabouts of persons.

#### **60. REGISTRATION KITS**

A carton containing 500 Registration Cards and the equipment required for the registration of evacuees.

#### **61. REQUISITION TO SUPPLY OFFICER FORM— EMERGENCY WELFARE SERVICES**

A three part form with one-time carbon, which would be used by each of the five Emergency Welfare Services when requisitioning goods and equipment from the War Supply or Municipal Supply Officer.

#### **62. SAFETY NOTIFICATION POST CARD**

Post Office Form E-2, to be used by evacuees in a war emergency to advise others of their safety and present location.

#### **63. SELF-HELP PREPARATIONS**

Those preparations which individuals and families can make now for their own survival in case of emergency.

#### **64. SEPARATED FAMILY**

A family in which one or more members have become separated from the other family members by a disaster.

#### **65. SUPERVISOR—EMERGENCY CLOTHING**

A qualified person appointed by the Municipal Chief of Emergency Clothing to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

#### **66. SUPERVISOR—EMERGENCY FEEDING**

A qualified person appointed by the Municipal Chief of Emergency Feeding to carry out the operation of that



Service in a Welfare Centre and the Welfare Centre Area.

**67. SUPERVISOR—EMERGENCY LODGING**

A qualified person appointed by the Municipal Chief of Emergency Lodging to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

**68. SUPERVISOR—PERSONAL SERVICES**

A qualified person appointed by the Municipal Chief of Personal Services to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

**69. SUPERVISOR—REGISTRATION & INQUIRY**

A qualified person appointed by the Municipal Chief of Registration & Inquiry to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

**70. SUPPORTING SERVICES**

A term indicating a service given to or required from EWS.

**71. TEMPORARY REHABILITATION PHASE**

The period following the post-attack phase during which time persons affected by the emergency are helped to re-establish themselves.

**72. THREE DAY SURVIVAL KIT**

A kit consisting of one pound of candy (any kind except chocolate), a 20 ounce can of juice, and a can opener. It is recommended as a self-help measure for survival in an emergency when no other source of food and liquid is available.

**73. UNATTACHED CHILDREN & DEPENDENT ADULTS BUREAU**

One of the four bureaux of Personal Services. The function of this bureau is to care for children and dependent adults separated from their families.

**74. WELFARE CENTRE**

The building or group of buildings within a Welfare Centre Area from which the Emergency Welfare Services will be administered and provided.



#### **75. WELFARE CENTRE AREA**

The geographic area within a reception community for which a specific Welfare Centre is responsible.

#### **76. WELFARE CENTRE MANAGER**

The person who is responsible for the organization and operation of Emergency Welfare Services in a Welfare Centre and its Welfare Centre Area.



**Emergency Welfare Services Division  
Department of National Health and Welfare**

